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Letter dated 5 September 2014 from the Chair of the Security Council Committee pursuant to resolutions 751 (1992) and 1907 (2009) concerning Somalia and Eritrea addressed to the President of the Security Council

On behalf of the Security Council Committee pursuant to resolutions 751 (1992) and 1907 (2009) concerning Somalia and Eritrea, I have the honour to transmit herewith the report of the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator on the delivery of humanitarian assistance in Somalia and on any impediments to the delivery of such assistance in accordance with paragraph 23 of Security Council resolution 2111 (2013) (see annex).

I would appreciate it if the present letter and the report were brought to the attention of the members of the Security Council and issued as a document of the Council.

(*Signed*) **Oh** Joon
Chair
Security Council Committee pursuant to
resolutions 751 (1992) and 1907 (2009)
concerning Somalia and Eritrea

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Annex

Letter dated 25 August 2014 from the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator addressed to the Chair of the Security Council Committee pursuant to resolutions 751 (1992) and 1907 (2009) concerning Somalia and Eritrea

In accordance with paragraph 23 of Security Council resolution 2111 (2013), I have the honour to transmit the report on the implementation of paragraphs 22 and 24 and on any impediments to the delivery of humanitarian assistance in Somalia (see enclosure).

The humanitarian community working in Somalia wishes to advise that, as with the previous eight reports, it maintains the definition of "implementing partner" pursuant to paragraph 5 of Security Council resolution 1916 (2010), which is as follows:

> "Implementing partner" — a non-governmental organization (NGO) or community-based organization that has undergone due diligence to establish its bona fides by a United Nations agency or another NGO and that reports when requested to the Resident and Humanitarian Coordinator for Somalia on mitigation measures. Implementing partners have the following characteristics:
>
> (a) The organization is part of the consolidated appeals process for Somalia (or the Common Humanitarian Fund process); and/or
>
> (b) The organization is represented in a cluster's "3W matrix" (*Who* does *What* and *Where*).

I remain available should you have any questions about the content of the report or need further clarification on the humanitarian situation in Somalia.

(*Signed*) Valerie **Amos**
Under-Secretary-General for Humanitarian Affairs
and Emergency Relief Coordinator

Enclosure

Report of the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator

Introduction

1. The report is the second submission pursuant to Security Council resolution 2111 (2013), the resolution succeeding resolutions 1972 (2011), 1916 (2010) and 2060 (2012), in which the Council established the reporting requirement, and the ninth submission in total pursuant to those resolutions. The Council, in paragraph 23 of resolution 2111 (2013), requested the Emergency Relief Coordinator to provide an update by 20 September 2014 on the delivery of humanitarian assistance in Somalia and impediments to the delivery of humanitarian assistance in Somalia, through the support of United Nations agencies and humanitarian organizations having observer status with the General Assembly that provide humanitarian assistance in Somalia.

2. The report covers the period from February 2014 to August 2014. It focuses primarily on the delivery of humanitarian assistance to affected people in areas under the control, or influence, of Al-Shabaab, which was listed, pursuant to paragraph 8 of Security Council resolution 1844 (2008) by the Security Council Committee pursuant to resolutions 751 (1992) and 1907 (2009) concerning Somalia and Eritrea on 12 April 2010.

3. As in the previous eight reports (S/2010/372, S/2010/580, S/2011/125, S/2011/694, S/2012/546, S/2012/856, S/2013/415 and S/2014/177), the present report outlines constraints to humanitarian access and operational implications, and mitigation measures established to address the politicization, misuse and misappropriation of humanitarian assistance. The report is based on information gathered in a survey of relevant humanitarian organizations active in Somalia and information from the Risk Management Unit in the Office of the United Nations Resident Coordinator for Somalia.

Humanitarian situation

4. According to assessment findings by the Food Security and Nutrition Analysis Unit of the Food and Agriculture Organization of the United Nations and the Famine Early Warning Systems Network, issued on 2 September 2014, over 1 million people in Somalia face acute food insecurity, an increase of 20 per cent from 857,000 people six months earlier. As many as 218,000 acutely malnourished children under the age of 5 require emergency nutritional supplements, access to clean water and better hygiene; 43,800 children are so severely malnourished that they are at risk of death if they do not receive medical treatment and therapeutic food. This significant deterioration of the humanitarian situation is due to drought, continued conflict, restricted flow of commercial goods into areas affected by military operations and surging food prices. Drought conditions were present in southern, central and north-eastern Somalia from July 2014, and overall rainfall recorded was less than half of normal levels during the Gu, the main April-June rainy season. This brings the total number of people in need of humanitarian assistance or livelihood support to over 3 million, including an estimated 1.1 million people internally displaced by recurrent droughts, floods and conflict. About 79,000 people have been displaced by insecurity since March 2014, following the start of

the joint Somali National Army-African Union Mission in Somalia (AMISOM) military operations against Al-Shabaab. The majority have not yet returned to their place of origin. Similarly, Somali refugees have not been able to return to areas affected by the military offensive, despite a tripartite agreement signed in November 2013 between Somalia, Kenya and the Office of the United Nations High Commissioner for Refugees (UNHCR) in support of voluntary return of refugees. However, over 21,000 Somalis have been deported from Saudi Arabia since February 2014 as part of a crackdown on illegal immigrants. Another 400 Somalis were deported from Nairobi to Mogadishu following a security operation that started in April.

5. The outbreak of measles has persisted, with around 6,000 suspected cases reported between January and July, more than double the number of cases in the same period in 2013. Despite intensive vaccination campaigns, which have slowed the spread of polio, four new cases of wild polio virus were confirmed this year, bringing the number of those affected to 198 since the outbreak began in May 2013, most of them children. If drought conditions persist, the already high incidences of diarrhoea and other diseases are likely to increase, as people are forced to resort to unsafe water sources.

6. Violence and conflict continue to take a heavy toll on civilians, mainly in southern and central Somalia. In May and June, around 1,200 weapon-related injuries were treated in eight hospitals in Mogadishu, Kismayo, Mudug and Baidoa, with more than 100 deaths reported.

7. Humanitarian access remains difficult as high levels of insecurity prevail in most districts of southern and central Somalia. Access to the newly recovered towns Bulo Burto and Maxaas in Hiraan, Ceel Bur in Galgaduud, Waajid and Xudur in Bakool and War-Sheekh in Middle Shabelle have relied heavily on air services because of road blockages by Al-Shabaab. While most newly recovered areas can be accessed by air, humanitarian aviation services are very expensive, unreliable and unsustainable.

Security situation

8. The security situation in Somalia remains volatile, reducing the ability of humanitarian actors to access people in need. An estimated 1,500 violent incidents were reported in the first six months of 2014, a 7 per cent increase compared with the same period in 2013. The increase is attributed to the surge in attacks by non-State armed actors and the launch of the military offensive in southern and central Somalia. During the reporting period, Banadir (Mogadishu), Bakool, Bay, Hiraan, Lower Shabelle and parts of Middle Shabelle were the regions affected most by conflict. Al-Shabaab continued to carry out attacks with improvised explosive devices, grenades and suicide bombings that target civilians and Government installations, particularly in Mogadishu. These incidents included military operations, active hostilities, civil unrest and other violence against civilians. As a result of insecurity, 5 aid workers were killed, 5 were injured and 12 were abducted. In April, two United Nations colleagues were killed in Galkacyo town in north-eastern Somalia.

Humanitarian response, access constraints and operational implications

9. Delivering aid remains extremely difficult in Somalia, especially in areas under the control of Al-Shabaab. Assistance continues to be delivered through local partners in these areas, as agencies are not able to operate directly. Territorial gains through military action by Somali and AMISOM security forces have not translated into safe and predictable road access. Al-Shabaab continues to block the roads to the newly recovered towns of Maaxas and Bulo Burto in Hiraan, Warsheik in Middle Shabelle, Xudur and Waajid in Bakool and Ceel-Buur in Galgaduud, preventing supplies of basic commodities. Humanitarian partners have only been able to access these locations by air, limiting interventions to the health and water sectors. Airfields and airstrips in these towns are generally of poor quality and too small for larger cargo aircraft to land. A new medium-sized (4-5 tons) cargo aircraft operation, funded by the Somalia Common Humanitarian Fund, was launched in August to support the costly air delivery of humanitarian supplies to most of these locations. Advocacy efforts are ongoing with the Somali National Armed Forces and AMISOM to secure vital road access and supply routes.

10. Al-Shabaab and other armed groups continue their attempts to control aid delivery. In March, suspected members of Al-Shabaab abducted and still hold a United Nations third party contractor who was heading a polio programme in Liimaale village of the Buur Hakaba district of the Bay region. The motive behind the abduction is reportedly linked with Al-Shabaab's belief that the polio campaign teams are spies. In May, suspected Al-Shabaab fighters ambushed a relief food aid convoy 12 km south-east of Baidoa, killing soldiers escorting the relief convoy. With regard to other armed groups, in June, militiamen briefly disrupted food distributions in the Matabaan district of the Hiraan region by erecting a roadblock to the village's outpatient therapeutic programme. In July, a group of armed elements allegedly allied with the Interim Juba Administration looted food aid from a distribution site in the Farjano neighbourhood of Kismayo. The incident happened shortly after distribution of the food, which was donated by the Omani Red Crescent to internally displaced persons, had begun. Civilians were also reportedly involved in the looting. Also in July, armed groups temporarily held 11 tons of food along the Mogadishu-Mahaday road destined to assist 878 people in Mahaday town in Middle Shabelle and surrounding areas. The food was recovered by the transporter after one week and distributed in Mahaday. In another similar incident in the same month, 37 tons of food destined to Aawdhegle town in Lower Shabelle along the Mogadishu-Marka road to assist 2,952 people was seized and only recovered by the transporter after two weeks. The total consignment was fully recovered and distributed in the intended areas.

11. Between January and June, the humanitarian community recorded 40 incidents of bureaucratic restrictions by local authorities in south and central Somalia, as well as the semi-autonomous regional state of Puntland. The incidents included multiple registration requirements, including registration fees, arbitrary taxation, deduction of project funds ostensibly for monitoring and evaluation, and embargoes on road transportation of relief items. Targeted advocacy efforts to address the bureaucratic constraints continue to be undertaken by the Resident and Humanitarian Coordinator, the Office for the Coordination of Humanitarian Affairs and the NGO Consortium at different levels.

12. Humanitarian response remains significantly underfunded. As at mid-August, the Somalia 2014 appeal was only 30 per cent funded, leaving a gap of $658 million. In view of the critical food security situation in May, a three-month operational plan budgeted at $60 million was developed, focusing on the most urgent life-saving activities required from June to August. In July, Under-Secretary-General Valerie Amos allocated $20 million from the Central Emergency Response Fund (CERF) to boost life-saving relief work in Somalia, the largest single allocation to a country for underfunded emergencies this year. Somalia also received $1.45 million from the CERF rapid response window to urgently vaccinate 520,000 children against measles. Despite these efforts and the reprioritization exercise, funding has remained frustratingly low.

13. Notwithstanding, the extremely challenging operational environment and severe funding shortfall, humanitarian organizations continued to provide assistance to people in need. In 2014, food assistance and livelihood support had been provided to 1.4 million people as at mid-August, while 97,000 children had received nutritional services. An estimated 500,000 people were provided with access to safe water; 160,000 people gained access to improved latrines; and 315,000 people benefited from hygiene promotion packages. In addition, more than 4 million children were vaccinated against polio and measles and 500,000 people received essential health services. An estimated 232,000 school learners were given education support; 15,000 displaced people received emergency assistance packages and household items, including plastic sheeting, blankets and mattresses; and some 54,000 were provided with transitional shelter. About 4,400 survivors of violations received psychosocial support, while more than 380 children formerly associated with armed groups were reintegrated. This response included vital food, health, water, sanitation and hygiene and nutrition supplies provided to people in towns affected by the military offensive and delivered by air cargo flights.

Risk mitigation measures

14. Humanitarian organizations continue to strengthen efforts to identify and detect risks, evaluate the capacity of implementing partners and track programmes with stronger reporting and auditing tools to ensure delivery of critical, life-saving programmes.

15. The Risk Management Unit continued to support the United Nations country team by conducting risk assessments of actual or proposed United Nations partner entities. The Unit assessments highlight specific risk types associated with such partners (such as fiduciary, programme, integrity, and reputational), and contain tailored recommendations designed to help agencies to address or mitigate those risks. In addition to conducting risk assessments, the Offices of the Resident and Humanitarian Coordinator also continue to promote risk management dialogue, and to provide ad hoc risk management guidance to United Nations agencies, donors and NGOs. The Unit continues to develop and update its Contract Information System (CIMS) database, to enable the sharing of contract and risk-related information between United Nations agencies. The CIMS database holds information contributed by the Unit and 14 United Nations agencies on more than 2,000 contractors and suppliers to the United Nations in Somalia. The value of contracts captured in CIMS is in excess of $3.56 billion. In addition, the Unit uploaded the Interpol list of wanted persons (Somalia), and is continuing to update a searchable list of

individuals and organizations that have been identified in the reports of the Somalia and Eritrea Monitoring Group on Somalia.

16. The Office for the Coordination of Humanitarian Affairs, under the leadership of the Humanitarian Coordinator, which manages the Common Humanitarian Fund, incorporated a four-pillar accountability framework into the Fund's prioritization and selection of projects through different stages of project implementation, including reporting, audits and monitoring requirements. The Fund database, an online project management tool, contains overall risk levels of implementing partners based on scorings from partner capacity assessments, audit reports, monitoring and credible external sources. These performance-based partner prioritization tools were implemented for the Fund's first standard allocation in 2014. The Office for the Coordination of Humanitarian Affairs shares information on partners with the Unit in efforts to promote streamlined risk management approaches in Somalia.

17. While improved monitoring mechanisms have helped detect risks, recovering misappropriated funds and seeking justice for criminal activity are other great challenges that partners are actively working to address.

Impact of paragraphs 21 to 24 of resolution 2111 (2013)

18. Paragraph 22 of resolution 2111 (2013) provides that, until 25 October 2014, the obligations imposed on Member States in paragraph 3 of resolution 1844 (2008) shall not apply to the payment of funds, other financial assets or economic resources necessary to ensure the timely delivery of urgently needed humanitarian assistance in Somalia. While organizations surveyed for the present report did not explicitly comment on the impact of paragraphs 21 to 24 of resolution 2111 (2013) on their ability to implement programmes, the non-renewal of the humanitarian exemption would result in delays in the delivery of humanitarian assistance in areas controlled by non-State armed groups.

Conclusion

19. Conditions in Somalia today are disturbingly similar to the pre-famine period in 2010 when the combination of reduced humanitarian access, insecurity, increase in the commodity prices and two consecutive failed rainy seasons led to Somalia's devastating crisis. Humanitarian partners continue to work despite great challenges, but urgently require improved security and access and increased and flexible funding to effectively assist 3.1 million Somalis.

20. In order to be able to continue to deliver humanitarian assistance, concerted efforts have also been made in the last six months to strengthen monitoring systems and streamline risk mitigation strategies and methodologies among NGOs, the United Nations and donors. The detection of aid misuse has increased and indicates enhanced monitoring and risk management.

21. In the light of the above, the Under-Secretary-General and Emergency Relief Coordinator invites the Security Council to renew the humanitarian exemption provided in paragraph 22 of resolution 2111 (2013).